



MEMORANDUM

TO: Honorable Chairperson and Members
Board of County Commissioners

DATE: September 3, 2003

FROM: George M. Burgess
County Manager

SUBJECT: Special Events and
In-Kind Reserve Fund

[Handwritten signature: G. Burgess]

Background

I included in my Proposed Budget a recommendation for a Special Events and In-Kind Services Reserve Fund. It is recommended to be funded for \$750,000 to provide reimbursement to general fund supported departments for the provision of in-kind services. I also recommended that any organization requesting in-kind services from the County be required to submit an application. A committee consisting of staff from my office, the Office of Strategic Business Management (OSBM), and the affected departments will review the request and recommend a level of in-kind support and reimbursement for the Board's consideration based on an approved process with specific criteria for program eligibility.

Historically, the County has provided in-kind support and assistance to a variety of organizations for a wide range of events and activities. County in-kind support has included: public safety services, IT services and equipment, transit services, printing and communications services, mosquito control, litter pickup, vehicles for parades and displays, volunteer Goodwill Ambassadors and miscellaneous staff support. In addition, the Board has approved fee waivers and reductions, which amount to lost revenues, for the use of County parks, facilities and equipment. Board members and departments have expressed concern regarding the frequency and uncompensated costs of providing such assistance. I share these concerns, as costs continue to rise and our limited resources are stretched to meet the demands for core County services. As a regional provider of services, the challenge is to strike the delicate balance between the legitimate needs of municipalities and community-based organizations and our need to responsibly limit our expenses, and at the same time maintain a fair and equitable process.

The provision of in-kind services must be for public purposes of benefit to the residents of the County. Municipalities, government agencies and community-based organizations are eligible to submit a request for in-kind support and assistance from the County. For the purpose of this policy, an "Eligible Community-Based Organization" is defined as a not-for-profit agency, group, organization, society, association, corporation, partnership or individual that provides a community service designed to improve or enhance the well-being of the community of Miami-Dade County at large or to improve or enhance the well-being of certain individuals within this community that have special needs. An eligible community-based organization must be tax exempt under the provisions of Section 501(c)(3) of the Internal Revenue Code of 1954.

For the purpose of this policy, "Gap Services" are defined as those services, personnel, facilities or equipment that a non-County entity may request and that are over and above the existing resources of the requesting organization. In other words, Gap Services are needs that remain once an eligible organization has exhausted all of its own internal resources, i.e. the full allocation of personnel, facilities and equipment. The County will only provide in-kind support for Gap Services. The requesting organization is responsible for all primary functions relative to the assistance requested from the County and for implementing measures such as the cancellation of off-duty employment and scheduled annual leave to maximize the highest number of available employees of the organization. The requesting organization is also responsible for the provision of meals, beverages, and necessary facilities, if applicable, to County employees or volunteers involved in the provision of in-kind support and assistance.

Requesting organizations are required to also seek the assistance of other entities when a need for gap services is identified. In the case of municipalities, assistance must be sought from neighboring cities pursuant to existing mutual aid agreements and from other affected organizations (i.e. local chambers, businesses, etc.) in conjunction with requesting in-kind support from the County. Mutual aid agreements cover an exchange of services, personnel and equipment between law enforcement agencies. Mutual aid agreements are generally invoked in emergency situations or to address other unforeseen events of an urgent nature. Emergency situations are those that involve public protection and safety and the requesting agency has fully deployed or exhausted all internal resources prior to seeking outside assistance. The Special Events and In-Kind Policy govern requests for assistance with preplanned events.

A "Major Event" is defined as large in scope and involves one or more of the following: significant regional impact; alteration of traffic patterns; large crowds (5,000 or more expected attendance) and a significant probability of protests, controversy, violence or vandalism. "Special Events" are smaller in scale and lack any of the characteristics that denote a Major Event. For the purpose of this policy, a Special Event will rarely have significant impact beyond an individual neighborhood, community, municipality or some other localized area. The distinction is necessary since the Special Events and In-Kind Policy requires a requesting organization to submit a comprehensive event plan conforming to County requirements when requesting in-kind support for a major event. As a point of clarification, this policy would not apply to any public safety emergency situation such as a weather-related emergency, civil unrest, homeland security threat or other unplanned emergency situation in which mutual aid would be initiated.

The Special Events and In-Kind Policy requires that any municipality or other organization requesting events assistance or in-kind support from the County must submit a single, comprehensive written request to the County Manager. The request must be complete, including all of the required data elements and be received by the County no later than 120 days prior to the

event. Specific requirements differ for Major Events and Special Events. In either case, the request must include a detailed list of desired Gap Services. County support is provided at the sole discretion of the County and is subject to budgetary and other limitations and restrictions. The County also maintains sole and absolute discretion in determining necessary and appropriate staffing levels in response to requests for assistance. At my discretion, previously approved leave requests may be rescinded to ensure that adequate staffing levels are maintained. With regard to this policy and that of the Police, Fire and Corrections Departments, the County may not agree to provide in-kind services directly at a specific location or venue where alcohol is served due to liability concerns.

Requests are reviewed on a case-by-case basis and in the order in which they are received. For events that require in-kind support valued by County estimates to exceed \$5,000, the request must clearly identify the countywide or regional impact of the event. All offers to provide in-kind support must be approved by the Board. For in-kind requests that are estimated to exceed a value of \$50,000, a 2/3 vote of the full Board is required. I will have the discretion to recommend to the Board that a written agreement be entered into prior to the provision of in-kind assistance, especially in cases where the County requires some form of financial contribution or partial reimbursement from the requesting party. Such an agreement may require the requesting organization to enter into agreements with for-profit event promoters, concessionaires, etc. to partially recoup their costs and those of the County. This contribution could be achieved by the requesting organization requiring a percentage of proceeds from gate receipts, parking fees, concessions and merchandise. Any revenue arising from such arrangements will be placed into the Special Events and In-Kind Reserve Fund. I will also have the discretion to consider requests that fail to meet the submission deadline or those requiring retroactive approval by the Board.

Additional requirements are placed on organizations requesting the assistance of volunteer Goodwill Ambassadors. Goodwill Ambassadors utilize volunteers for the purpose of facilitating inter-group harmony, communication and crowd management among multi-cultural groups of visitors, vendors, business operators and enforcement personnel. The County may offer up to twelve (12) Goodwill Ambassadors to provide training to volunteers recruited by the requesting organization and supervision during the event. The requesting entity must bear the cost of any additional Goodwill Ambassadors. Goodwill Ambassadors should be provided with T-shirts or some other means of visible identification at the expense of the requesting organization. When providing assistance to a municipality, Goodwill Ambassadors also require authorization from top elected, administrative and law enforcement officials. The police department with local jurisdiction must assign a liaison to coordinate law enforcement efforts with Goodwill Ambassador activities. Goodwill Ambassadors also require assistance with transportation to the event, establishment of an on-site operations center with multiple communications lines for telephone and e-mail/internet access, meeting space for 50-60 people to accommodate trainings and daily briefings and golf carts or some other similar means of transportation for multi-venue events.

Process

The process is initiated with the receipt of a complete and signed request package, with an attached detailed event plan for major events. The request package and related materials must be submitted 120 days in advance of the event. In the case of an unanticipated event, i.e. an event where the requesting organization has fewer than 120 days advance notice from the sponsor, the requesting organization should advise the County within 24 hours of the initial notice and/or request County support, if required. The 120-day deadline is necessary to allow sufficient time for the Police, Corrections and Fire Departments to develop staffing assignments that will be at appropriate levels for the event. Also, it will provide time for OSBM and the departments to research the request to determine feasibility and perform cost estimates, my office to place the item on a Board agenda, to facilitate department personnel planning and redeployment, to contact other jurisdictions for assistance and for the Board to introduce the necessary Ordinance if a waiver of this policy is sought. Upon receipt, staff from my office will forward the request and all related documentation to OSBM. OSBM will route copies of the request to the affected departments for review and analysis. The affected departments will provide OSBM with detailed cost estimates and a feasibility determination based on available resources. I will convene a review panel comprised of my staff, OSBM and the affected departments to evaluate the request and make a recommendation to me regarding the request and the level of reimbursement to departments from the Special Events and In-Kind Reserve Fund. Once I have made a final determination, OSBM will notify the requesting organization of my recommendation to the Board. The item will then be placed on the next available Board agenda.

The Board will hear the item and if the item is approved and the provision of in-kind support is authorized, OSBM will inform the affected departments. OSBM and affected departments will be responsible for tracking all in-kind expenditures and reimbursements from the Special Events and In-Kind Reserve. The affected departments will work with the requesting organization to finalize all arrangements prior to the event. The affected departments will provide OSBM with an After Action Report detailing their observations from the event no later than 15 days after the conclusion of the event. OSBM will compile the information from the departments and distribute a final report to all affected departments. OSBM will maintain a file of such reports for use during evaluations of subsequent requests for in-kind support submitted by the same organization. For Major Events, the County will convene an internal After Action meeting. The requesting organization is required to convene a similar After Action meeting for Major Events and include representatives from the County.

The written request package must be complete, include all required elements and be signed for the requesting organization by a representative who is legally authorized to enter into a contract on behalf of the organization, attesting to the accuracy of the information provided. The required elements include:

1. Full legal name of the requesting organization
2. Proof of non-profit status for non-governmental entities (copy of IRS determination letter)
3. Name and contact information provided for single point of contact (address, phone, fax, e-mail address, etc.)
4. Name and detailed description of the event
5. Physical address of the event venue(s), detailed description, map or schematic of event venues, access points and surrounding roadways (traffic flow diagrams if applicable)
6. Description of regional or local impact
7. Detailed description of all gap services requested as in-kind support (quantify)
8. Event calendar
9. Daily/hourly event schedule (including set-up and breakdown schedule)
10. Expected number of participants and estimated attendance (per day if applicable)
11. Detailed description of experience with this and/or other events (number of arrests, fire emergencies, medical emergencies, acts of vandalism, acts of violence, deployments of field force units and other incidents)
12. Identification of all required permits and status of each (applied for, received, etc.)
13. Copies of insurance policies and required coverage
14. Description of on-site security arrangements and availability, including the name of the firm if outsourced (i.e. availability of 24 hour security for multi-day events)
15. Description of the use of pyrotechnics, open flames, natural gas and any other hazardous materials
16. Inclusion of an itemized budget, identification of total event budget, total host budget and total commitment of resources
17. Detailed description of requesting organization's total internal resources and deployment plan for full resource allocation
18. Description of special measures taken to maximize or ensure the full allocation of internal resources (i.e. cancellation of all off-duty employment and scheduled leave use)
19. Listing of all requests for in-kind support submitted to other jurisdictions or organizations, including copies of request letters and denials
20. For major events, a copy of the requesting organization's event plan is required
21. Listing of legal names and identification of for-profit/not-for-profit status for all parties involved with the event and their relationship to the requesting organization (organizers, promoters, subcontractors, concessionaires, etc.)
22. Total estimated event proceeds (include prior year actual proceeds if applicable)
23. Use of event proceeds and identification of event beneficiaries (if applicable)
24. Description and quantification of admissions, parking, concession and other charges
25. Disclosure of all revenue generating agreements between requesting organization and all involved parties, detailing proceeds (dollar amounts and/or percentages)
26. Identification of resources available to compensate the County for the provision of in-kind services

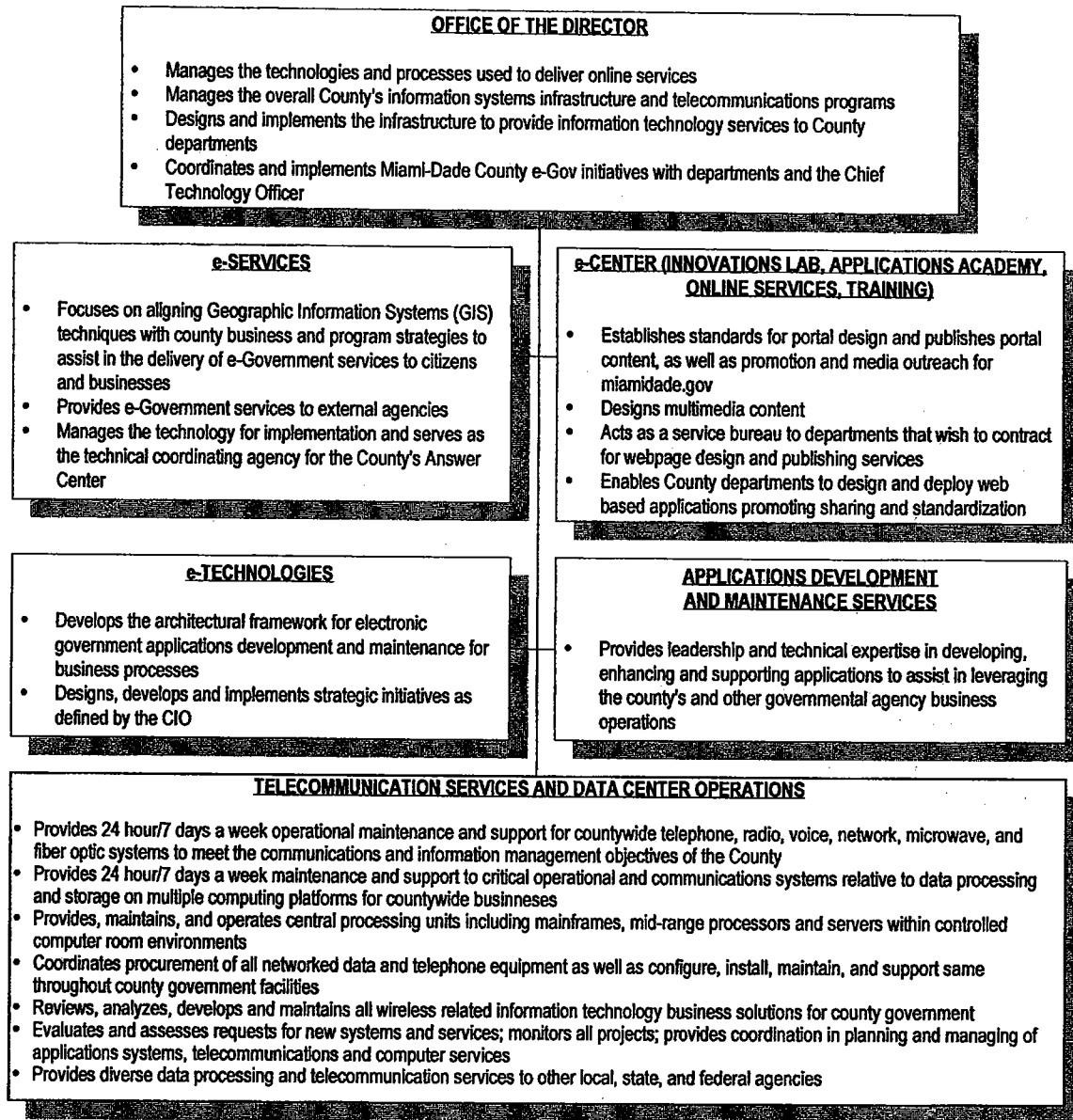
Required information may be included as part of the attached event plan for major event requests. Written requests that include all required information will always be accepted in hard copy form. OSBM will work with the e-Government Department to automate this process for agencies that elect to submit this information electronically.

Evaluation Criteria

Once it is determined that the proposed event schedule and location do not conflict with already scheduled County, community or department events, all applications will be subject to the following evaluation criteria:

1. Local/Regional impact
2. Ability to generate positive media exposure
3. Requesting organizations use of internal resources
4. Requesting organizations efforts to obtain assistance from other sources
5. Requesting organizations adherence to the Special Events and In-Kind Policy
6. County's prior experience with requesting organization's prior events
7. Requesting organization's ability to obtain all required permits and insurance
8. Extent to which County has to rely on outside vendors to provide requested in-kind support
9. Projected availability of County resources and potential conflicts
10. County's ability to adequately ensure coverage of legal responsibilities and performance of core functions
11. Ability of County to recoup at least partial costs associated with the provision of requested in-kind services
12. Estimated cost to the County
13. Additional factors to be described in the recommendation to the Board

Proposed Organizational Chart Enterprise Technology Services Department



Proposed Organizational Chart Office of Strategic Business Management

